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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993 AND 1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 11 - Kenya

(submitted by the High Commissioner)

GE.94-03128

KENYA

SUDAN
ETHIOPIA
Kakuma
Mandera
El Wak
UGANDA
SOMALIA
KENYA
Dagahaley
Liboi
Dadaab
Ifo
Hagadera
Lake Victoria
Thika
NAIROBI
Marafa
UNITED REPUBLIC OF TANZANIA
Hatimy
Utange
Mombasa
St. Annes
Indian Ocean
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
200
Km.
UNHCR Branch Office
Refugee/Returnee Site/Camp
UNHCR Field Office

I.11 KENYA

Country Overview

Characteristics of the refugee population

1. At the end of 1993, the total number of refugees in Kenya stood between 300,000 and 350,000. The figure varied according to the source and/or the statistical method used. As noted below, the verification of beneficiary figures has been a priority for 1994. At the end of May 1994, there were 289,000 registered refugees, the majority of whom were Somalis (220,000). The remainder included 38,000 Sudanese, 9,000 Ethiopians and 1,500 from various countries (Uganda, Rwanda, Burundi and Mozambique). There was also an urban caseload of some 20,000 persons of different nationalities.

2. The majority of the Somalis are nomads and pastoralists who fled their home areas in 1991/1992 in the aftermath of internecine clan and tribal warfare, drought and subsequent famine. The Sudanese are the victims of civil war in the southern Sudan and belong predominantly to the Dinka and Nuer tribes. The Ethiopians are mainly Oromo nomads from southern Ethiopia who were victims of violent tribal clashes followed by the severe drought of 1992. The others include nationals of different countries, e.g. Uganda, Rwanda and Burundi, who were forced to flee their places of origin due to ethnic conflicts and large-scale civil unrest. The urban caseload consists of various types of asylum-seekers from a wide spectrum of countries.

3. The majority of Somalis are women and children (53 and 28 per cent, respectively) while those from the Sudan are children, (38 per cent) and unaccompanied minor males (28 per cent).

Major developments (1993 and first quarter 1994)

4. The beginning of 1993 witnessed a marked decline in the influx of refugees to Kenya. The average rate decreased from 900 persons per day in 1992 to less than 200 per month in 1993/94. The reduction in the number of new arrivals can be attributed to the gradual improvement in the security situation in Ethiopia, Uganda and some parts of Somalia.

5. During 1993, UNHCR expanded its relief and rehabilitation activities all over the Gedo and Juba regions of Somalia under the supervision of the six operational support outposts in Somalia. However, the deteriorating security situation in many parts of Somalia in late 1993 and 1994 adversely affected the momentum of the repatriation.

6. The security situation in the camps in Kenya has remained fluid and fragile. Incidents of banditry against relief workers and refugees, including such criminal offences as murder, arson, rape, theft and the hijacking of vehicles,

continued. Efforts are underway to strengthen and equip the Kenyan security forces, to fence off the compounds, and to launch information campaigns aimed at enhancing security awareness among the refugee population.

7. With progress having been made in the repatriation movements, the Branch Office in Nairobi initiated a process of consolidating and closing camps. Walda camp was closed in 1993, and Banissa, El Wak, Habaswein and Mandera followed in the first quarter of 1994. Liboi camp is to be closed at the end of June 1994. Those refugees who wished to return to their places of origin prior to a camp closing, were provided with an assistance package. Those who opted not to return were given transportation assistance to move to the Dadaab camps.

8. The food situation in Kenya in 1993 deteriorated as a result of drought, which led to a shortfall in maize production. The Government of Kenya estimates that 5 million Kenyans who are living in the north-east, central and Rift Valley Provinces will be severely affected by food shortages.

9. The year 1993 also witnessed a rapid decline in the value of the Kenyan Shilling, which reached its lowest level, KSh. 80 to the dollar, in August 1993. Since September 1993, however, the currency has started appreciating in value.

Programme objectives and priorities

10. The completion of consolidating demographic data on the camp population will be a priority of the programme in 1994. The main objectives of the country programme in 1994 are:

- to maintain the satisfactory health and nutritional status of refugees, achieved in the preceding year;

- to close and consolidate camps to improve the efficient delivery of assistance and decrease budget allocation.

- to undertake a gradual shift in the emphasis of the care and maintenance programme from life-sustaining activities to more socially oriented ones, i.e. expansion of education, community development, and income-generation activities aimed at directly benefiting the vulnerable groups;

- to prepare the refugees for voluntary repatriation and to continue to organize repatriation movements; and

- to continue to manage the Cross Border Operation (CBO) in Somalia until conditions in Somalia permit the maintenance of an effective presence in Mogadishu.

Arrangements for implementation/related inputs

11. The Ministry of Home Affairs and National Heritage of Kenya is the Government counterpart to UNHCR. A bilateral sub-agreement signed between the Ministry and UNHCR defines the parameters of UNHCR assistance in Kenya. The

Government of Kenya is also responsible for the implementation of programmes that include the management of the Thika/Ruiru transit camp.

12. At the beginning of 1994, the Branch Office benefited from cooperation with 21 implementing partners who were involved in the implementation of the multi-sectoral care and maintenance programme in Kenya. These included UNICEF, CARE, the International Federation of Red Cross and Red Crescent Societies (IFRC), the Lutheran World Federation (LWF), the International Rescue Committee (IRC) and Médecins sans Fontières (MSF). There were 25 non-governmental organizations (NGOs) implementing sectoral activities under the Cross Border Operation (CBO) inside Somalia.

13. A number of Islamic agencies also continued to feature prominently in the care and maintenance programme in camps in Kenya. Although the Branch Office did not conclude sub-agreements with them, given their independent funding status, Letters of Association were signed with some, clearly defining UNHCR's role and that of the agency.

14. Arrangements for the implementation of quick impact projects (QIPs) in Somalia under the CBO were concluded with local as well as international implementing partners.

15. In January 1994, Phase II of the agreement between WFP and UNHCR on refugee food aid officially began. Under this agreement, WFP took over the operational responsibility for transporting WFP-resourced food from the port of entry to the Extended Delivery Points, which in Kenya are at the camps. Following a WFP/UNHCR food assessment mission in January 1993, a planning figure of 350,000 beneficiaries was adopted. WFP estimated the food requirements, pending further assessment in the second half of 1994, at some 98,789 metric tons for the period October 1993 to December 1994.

General Programmes

(a) Variations in planned activities in 1993

16. In the absence of any significant new influxes into the country in 1993, the Kenyan programme achieved a stable operational platform that enabled normal implementation of planned activities. Some of the unplanned activities, such as the rehabilitation of two thirds of Utange camp that was damaged by fire, inter-camp transfers of refugees and the recent influx of new refugees into Kakuma from south Sudan, were funded within General Programme allocations.

17. The 1993 allocation from General Programmes catered for multi-sectoral assistance to Ethiopian, Somali and Sudanese refugees in camps. In the course of the year, the programme evolved from emergency to a stable care and maintenance phase, which allowed for a shift in emphasis from strictly survival-oriented project activities to more socially-oriented projects.

18. Repatriation to Somalia from camps in Kenya was funded from allocations under the Special Programme for the CBO, while Ethiopian and individual cases were repatriated with funds allocated from the General Allocation for Voluntary Repatriation.

19. In the course of 1993, the medical and nutritional components of programmes as well as improvements in the water and sanitation sectors contributed to the maintenance of a good health and nutritional standard in the camps. Mortality rates were brought down to 1/10,000 per day. The decline in the prevalence of malnutrition allowed for the discontinuation of all wet supplementary feeding programmes in December 1993.

20. Community development activities dominate social services in the camps. They revolve mainly around women's groups and seek to promote community awareness and efforts geared towards self reliance.

21. Even though continuous efforts were made in 1993 to introduce different types of income-generating activities, only limited success could be achieved, mainly due to a poor natural resource base in the camps and restricted market possibilities. Caritas implements a tailoring project for women in Dadaab, and an income generating project for the disabled was implemented by CARE. Agricultural income-generating activities proved largely not to be viable because of the scarcity of water in all camps and their surroundings.

(b) **1994 planned implementation**

22. The general care and maintenance programme will continue to be implemented in order to maintain the good health and nutritional standard of refugees in all camps. Efforts will be made to supply water to refugees in adequate quantity. Emphasis will be given to a shift in resources from development of the infrastracture to the education, social services and income-generating sectors.

23. The consolidation of camps requires the expansion of all essential infrastructure facilities in Dadaab, such as shelter, health, sanitation and water, to meet the additional requirements arising from the transfer of refugees.

24. A major exercise that had not been foreseen under the present allocations is the closure of Liboi and Utange camps, and the repatriation and/or transfer of approximately 84,000 refugees who are living in these camps to the Dadaab camps. The request to close these camps was made by the Government of Kenya to the Branch Office for reasons of national security. Though the Branch Office has formally requested the Government to be flexible with the deadline for closure in view of the planned repatriation, plans are already underway to ensure the closure of Liboi camp by the end of June 1994.

25. Organized voluntary repatriation movements to Somalia are expected to continue throughout 1994. The target area for return (for which an operational plan has been prepared but awaits the results of inter-clan negotiations) will continue to be the Lower and Middle Juba regions. More than 125,000 persons from the Utange, Marafa, and Dadaab camps have expressed their desire to return to these regions. The Branch Office has been exploring the possibility of repatriation by sea from Mombassa to the nearest feasible port(s) in Somalia.

Local transporters have also been identified to transport the homeward bound returnees from the port of landing to their places of origin. The United Nations Operation in Somalia (UNOSOM II) will provide escorts for the returnee convey to ensure security en route.

26. Repatriation of individual cases to Somalia, Ethiopia, Uganda, Mozambique and other countries is also envisaged to continue. It is foreseen that individual repatriation arrangements by commercial airlines, air charters and by road will have to be made for approximately 12,500 persons. For this purpose, $ 3,291,000 have been allocated under General Programmes.

(c) **1995 programme proposals**

27. As an important strategy towards developing a more efficient and effective programme delivery system, the UNHCR Branch Office in Nairobi intends to adopt a single implementing partner or lead agency formula. This policy would drastically reduce the large number of agencies and sub-agreements that have to be managed. Multi-sectoral activities implemented by a single agency would render coordination and management of the projects less complex.

Care and Maintenance

28. In 1994, more accurate statistics will be established by undertaking a headcount of Somali refugees in the Dadaab and coastal camps, and the Sudanese in Kakuma. This, coupled with the organized repatriation and spontaneous movements out of the camps, is expected to lower the total camp refugee population in Kenya to approximately 200,000.

29. The overall focus of care and maintenance activities in 1995 will continue to be the maintenance of a satisfactory health and nutritional standard for refugees. Primary health care activities in Dadaab will be improved by establishing nine satellite clinics to treat 10-15,000 persons per clinic. The availability of hospital beds in the camps will be maintained at a ratio 1:1,000. Water sector activities will aim to provide 9-15 liters of water per person per day.

30. Primary education will be made more accessible to the Somali caseload. Six additional primary schools will be established in the Dadaab camps. In addition to primary education, the Sudanese caseload will also have increased access to secondary educational opportunities. One additional secondary school with a capacity of 150 students will be established.

31. Efforts will be made to optimize the use of existing installations. The replacement of essential equipment, shelter materials, water pumps, generators, vehicles, etc. will receive priority over the creation of new facilities.

32. Income-generating activities that could help refugees become self-sufficient and/or find gainful employment opportunities upon their repatriation will be given high priority. Feasible sectors of income generation activities such as

animal husbandry and crop production will be explored and implemented. The participation of vulnerable segments of the population, and of women in particular will be emphasized when implementing these activities.

33. In 1995 the mixed urban caseload of 5,000 refugees will continue to be assisted in job placement, vocational training, education and counselling services. Refugees coming from countries which have attained some political stability, will be counselled to return to their home areas.

34. The sectoral breakdown for the initial and revised budgets for 1994 and the proposed initial budget for 1995 under the care and maintenance programme are as follows (in US dollars):

Sectors	1994 Initial	1994 Revised	1995 Initial
Food	750,700	656,087	392,679
Transport/Logistics	3,808,900	4,446,838	3,314,884
Domestic needs	1,461,600	1,349,604	1,704,624
Water	1,510,500	1,922,295	1,322,400
Sanitation	529,800	501,136	413,865
Health	4,855,100	5,569,412	3,820,354
Shelter	1,457,600	1,349,797	1,268,726
Community Services	1,046,000	867,617	440,574
Education	1,088,400	824,733	547,525
Crop production	123,800	40,985	30,925
Livestock	142,000	0	0
Forestry	172,900	0	125,730
Income generation	143,700	43,082	0
Legal assistance	292,000	409,790	269,267
Agency op. support	3,817,600	4,273,924	3,984,347
Total	21,200,600	*22,255,300	17,635,900

* excluding $ 200,000 allocated from 1994 Programme Reserve to cover 1993 additional requirements under care and maintenance.

Voluntary repatriation

35. In 1995, a General Programmes allocation is proposed for individual cases who wish to return to countries other than Somalia, e.g. Ethiopia, Uganda, Mozambique. Some 10,200 persons in this category will benefit from a repatriation cash grant (that would vary with the destination) and transportation assistance in the form of air and bus tickets.

Local Settlement

36. Refugees living in urban areas in need of assistance in the field of education, counselling, job placement and vocational training will be covered

under this programme. Only 2,000 individual cases are expected to benefit from this type of assistance in 1995.

Resettlement

37. It is anticipated that quotas for resettlement will remain low in 1995. Therefore, the Branch Office plans to process vulnerable refugees (women at risk, medical and protection cases), as a matter of priority.

38. Of the approximately 7,000 persons that are expected to be resettled mainly in the United States, Canada and Australia, some 30 per cent will be persons in the vulnerable categories. The remaining will be family reunion cases.

Special Programmes

Education Account

39. Thirteen refugee university students of various nationalities are being supported by UNHCR to continue their studies. The 1994 allocation covers their scholarship assistance.

Horn of Africa

(a) **Variations in planned activities in 1993**

Cross Border Operation

40. In September 1992, the Branch Office in Nairobi launched the CBO into Somalia by establishing base camps in Mandera and El Wak. By the end of 1993, six operational support outposts had been established inside Somalia, namely Badera, Garbahare and Lugh in Gedo Region' and Kismayo, Afmadou and Buuale in the Lower and Middle Juba Regions. Branch Office Nairobi also oversaw activities in Mogadishu and the rest of Somalia, excluding North-West Somalia.

41. Rehabilitation of basic communal services and infrastructure was implemented through QIPs. More than 25 NGOs, international as well as local, were involved in implementing 358 QIPs. These micro-projects are being implemented in various sectors such as water, health, agriculture, animal husbandry, education, and the rehabilitation of communal facilities.

42. The Liaison Office in Mogadishu was established in late 1992 to support the CBO in Somalia by facilitating the flow and exchange of information between United Nations agencies, donors, NGOs and UNHCR offices in the region.

43. In 1993, UNHCR provided assistance to 26,000 Somalis to return to their places of origin. Some 23,000 returnees were repatriated by truck to Luuq and Bardera areas while 3,000 were flown to places where access by road was not feasible. In addition, more than 30,000 persons returned spontaneously without transport assistance from UNHCR.

(b) **1994 planned implementation**

44. In 1994, the CBO aims at the intensification of rehabilitation activities in the Middle and Lower Juba regions to support the return of some 50,000 refugees from the 140,000 who have registered to return to their home areas from camps in Kenya. In 1994, the CBO will continue to be implemented by the Branch Office in Nairobi.

45. The CBO plan of action, which has been revised as a result of lack of funds, and has been hampered by a deterioration of the security environment, intends to:

- provide rehabilitation assistance through QIPs to areas of actual return;
- encourage aid agencies to complement short-term UNHCR assistance efforts;
- maintain a minimal core of international and local staff in charge of ensuring proper clearance, transport, reception and reintegration inside of Somalia;
- increase coordination with UNOSOM II for all aspects of humanitarian assistance pertaining to the reintegration of the returnees; and
- continue to provide UNHCR family packages that include three months food, two blankets, one jerrycan and one tarpaulin, and to continue to arrange transportation from the camps to the closest point near the final destination using feasible means of transport (air, sea or road) in a cost-effective manner.

46. Efforts are being made to open new operational outposts in areas of return and to close those where returnees have been received and the initial process of reintegration has been completed. By the end of February 1994, Garbahare outpost was closed, followed by Luuq at the end of April. Bardera is scheduled to be closed by the end of June 1994.

(c) **1995 programme proposals**

47. In 1995, UNHCR will continue to promote the voluntary repatriation of Somali refugees residing in the camps in Kenya. A provision for the reception of 50,000 official returnees is foreseen for 1995. However, towards the end of 1994, an appraisal of the prevailing situation may lead to a revision of this estimate. The QIP programme will need to be continued in a few areas where concentrations of returnees are high. Emphasis will be given for UNHCR funding of such schemes in places of origin which other donor agencies cannot initially reach. It is anticipated that specialized development agencies will supplement the rehabilitation and reconstruction activities initiated by UNHCR in 1993/94.

Other Trust Funds

Women Victims of Violence (WVV) Project

48. In June 1993, the Branch Office proposed a special project for refugee women who were victims of rape and other types of violence against women refugees in the Kenyan camps.

49. The project is designed to provide preventive security for women in the camps in the north-east, as well as give counselling, medical assistance and income-generating opportunities to an increasing number of refugee women who fell victims to rape and physical abuse in and around the camps.

50. In 1994, the project employed a Coordinator and two female Protection and Social Service Officers who are mainly responsible for the implementation of this project. Efforts were made to identify the victims and to conceptualize the assistance measures to meet the immediate needs of the victims. Fencing off of the camps was also initiated as a preventive measure.

51. The primary beneficiaries of the project are approximately 19,200 women refugees from Somalia, the Sudan and Ethiopia who run a disproportionately high risk of falling victim to violence aimed at women. These include 130 known rape victims. The total planned outlay for this project is $ 1.8 million.

52. Continuation of activities under the WVV project is foreseen for 1995 and will most probably be brought under General Programmes. The project will continue to emphasize preventive security measures, especially the maintenance of the fences that have been erected. The creation of income-generation opportunities for women in general, and for victims of violence in particular, will continue to be pursued. The feasibility of organized harvesting and sale of firewood in the camps as income-generating opportunities will be assessed.

Rational Energy Supply, Conservation, Utilization, and Education (RESCUE)

53. In an effort to reverse the trend of environmental degradation in refugee impacted areas of north-east Kenya, an environmental project was established in 1993. Project RESCUE aims at reafforestation, and the adoption of energy conservation measures by promoting the use of energy-efficient cooking stoves. The Government of Germany contributed funds for the implementation of this project.

54. Since September 1993 tree nurseries were established and put into operation in all of the three camps in the Dadaab area. Some 110,620 seedlings of 21 species were produced for distribution in 1993. Efforts are being made to promote tree planting by refugees, students and local Kenyans of Somali ethnic background. A total of 5,271 cooking stoves of different types were distributed among the refugees. Those who receive stoves are required to participate in plantation works in the tree planting zones or in home compounds. The German

Agency for Technical Cooperation (GTZ) is responsible for the overall implementation of this project and provides technical guidance. The total disbursement for the implementation of the first phase of the RESCUE project was DM 500,000.

55. The efforts initiated in 1993 to reduce the impact on the natural surroundings in the refugee impacted areas, particularly in the north east, will be continued in 1994.

Programme Delivery and Administrative Support Costs

(a) Variation in planned activities in 1993

56. UNHCR activities in Somalia (except North-West Somalia) were carried out from six operational outposts which were serviced from Kenya through the cross-border operation. Due to the security situation, staff members assigned to the outposts in Somalia were on mission status which raised the administrative cost of maintaining staff under the cross-border operation significantly. These staff costs were offset by savings made under general operating expenses, supplies and non-expendable property as, due to the situation in Somalia, the outposts could not be fully equipped as expected.

(b) 1994 planned implementation

57. The revised 1994 estimates are higher than the intially approved allocation. This is due, in part, to higher common staff costs as a result of the introduction of Mandatory Absence for the Relief of Stress (MARS) to assist staff assigned in Somalia under the CBO to carry out their functions and responsibilities. The revised 1994 estimate also includes provision for the payment of "Hazard Allowances" to international staff members assigned to Somalia. Kenya has adopted a policy of consolidation and subsequent closure of camps and this process enabled Sub-Office Mandera to be closed in March 1994.

58. Following a staffing review mission from Headquarters and a subsequent proposal by the Branch Office, the staffing requirements of the Office have been revised. In Nairobi, the posts of a Nutritionist and of a Resettlement Officer will be discontinued effective 31 May and 31 July 1994. A further eight General Service posts were identified for discontinuation between May and December 1994. On the other hand, two General Service posts - a Logistics Assistant and a Personnel Clerk - were created effective 1 June 1994. A post of a Protection Officer in Kakuma will be discontinued effective 30 June 1994. In Dadaab, five General Service posts and one National Officer post will be discontinued on 30 June 1994 while two international posts (Repatriation Officer and a Field Officer) as well as four General Service posts will be discontinued by the end of 1994. Savings resulting from the discontinuation of the above posts are offset by non-staff costs which are higher than the initial 1994 estimates. The revised 1994 budget includes a 20 per cent increase in the rent of the office in Nairobi as well as a general increase in communications costs. Replacement of the representatives' vehicle, which was acquired in 1991, and purchase of office furniture for Dadaab, are also forseen in the revised 1994 estimates.

59. In addition, the unstable security situation in Somalia required that certain measures be put in place. This included, inter alia, the installation and maintenance of a network of radio and communications base stations and the purchase of bullet-proof vests for the staff.

(c) **1995 programme proposals**

60. In 1995, further consolidation and closure of camps is planned in the expectation that conditions in Somalia might be conducive to the repatriation of Somali refugees from Kenya. As a consequence, the 1995 initial estimate shows a significant reduction in programme delivery and administrative support costs as a result of the discontinuation of several posts in 1994 and 1995.

UNHCR EXPENDITURE IN KENYA

(in thousands of United States dollars)

1993	1994			1995
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)	
35,259.7	24,527.5	22,455.3	CARE AND MAINTENANCE	17,635.9
2,800.0 a/	5,950.0	3,291.0	VOLUNTARY REPATRIATION	1,827.8
473.4 b/	431.3	450.4	LOCAL SETTLEMENT	428.4
705.3 c/	588.5	202.4	RESETTLEMENT	256.2
–	–	4,233.0	PROGRAMME DELIVERY See Annexes I a and II a	3,530.0
39,238.4	31,497.3	30,632.1	SUB-TOTAL OPERATIONS	23,678.3
723.3	770.3	1,364.0	ADMINISTRATIVE SUPPORT See Annexes I b and II b	1,136.5
39,961.7	32,267.6	31,996.1	TOTAL (1)	24,814.8
			SPECIAL PROGRAMMES (2)	
			EDUCATION ACCOUNT	
35.2	35.2	35.2	13 university scholarships	35.3
16,422.2	22,136.5	9,654.0	HORN OF AFRICA / CROSS BORDER	9,654.0
		4,655.8	PROGRAMME DELIVERY See Annexes I a and II a	4,471.7
–	–	253.6	ADMINISTRATIVE SUPPORT See Annexes I b and II b	199.5
–	–		BURUNDI / RWANDA EMERGENCY	
–	–	36.0	PROGRAMME DELIVERY	–
			OTHER TRUST FUNDS	
316.5	–	270.0	RESCUE	270.0
303.0	–	1,750.9	Assistance to refugees victims of violence	1,800.0
2,489.4		–	Various assistance	–
–	–	505.2	PROGRAMME DELIVERY See Annexes I a and II a	40.0
–	–			
199.3	267.4	173.0	ADMINISTRATIVE SUPPORT Junior Professional Officer	173.0
19,765.6	22,439.1	17,333.7	TOTAL (2)	16,643.5
59,727.3	54,706.7	49,329.8	GRAND TOTAL (1+2)	41,458.3

a/ obligation incurred against the General Allocation for Voluntary Repatriation
b/ of which US$ 46,112 incurred against Overall allocation
c/ of which US$ 146,112 incurred against Overall Allocation